

P 241332Z AUG 01
FM AMEMBASSY PRETORIA
TO SECSTATE WASHDC PRIORITY 1019
INFO OAU COLLECTIVE
AMEMBASSY BERLIN
AMEMBASSY LONDON
AMEMBASSY MOSCOW
AMEMBASSY OTTAWA
AMEMBASSY PARIS
AMEMBASSY ROME
AMEMBASSY TOKYO
USMISSION USUN NEW YORK

C O N F I D E N T I A L SECTION 01 OF 03 PRETORIA 004997

C O R R E C T E D C O P Y - PARA MARKINGS

E.O. 12958: DECL: 08/24/2011

TAGS: ECON EFIN PREL SF

SUBJECT: NEXT STEPS IN THE "NEW AFRICAN INITIATIVE": THE SOUTH AFRICAN VIEW

CLASSIFIED BY ECONOMIC MINISTER/COUNSELOR ROBERT F. GODEC FOR REASONS 1.5 (B) AND (D).

SUMMARY

¶1. (C) THE AFRICAN UNION SUMMIT LAST JULY MERGED THE MAP AND OMEGA DEVELOPMENT STRATEGIES TO CREATE THE "NEW AFRICAN INITIATIVE." SAG DEPARTMENT OF FOREIGN AFFAIRS MAP/NAI ISSUES COORDINATOR DAVID MALCOMSON BRIEFED EMBOFFS ON NEXT STEPS IN THE EVOLUTION OF THIS PROCESS. INITIALLY A 15 NATION HEADS OF STATE GROUP WILL DEFINE THE TERMS OF ADMISSION FOR OTHER COUNTRIES, REQUISITE CODES OF POLITICAL AND ECONOMIC BEHAVIOR AND PRIORITY SECTORS AND PROJECTS.

¶2. (C) CHOOSING THE 15 "FOUNDER" STATES WILL BE AN EARLY DETERMINANT OF THE NASCENT INITIATIVE'S INTERNATIONAL CREDIBILITY. THE NORTH AFRICAN GROUP WILL CHOOSE EITHER TUNISIA OR LIBYA. LIBYA'S AU CLOUT IS CONSIDERABLE, BUT MALCOMSON SAID "THE CHOICE MUST BE TUNISIA."

¶3. (C) THE "PRECONDITIONS FOR DEVELOPMENT" SECTION OF THE "PROGRAMME OF ACTION," WHICH MALCOMSON SAID IS KEY TO THE CREDIBILITY OF THE DOCUMENT, COMMITS THE LEADERSHIP TO CONSIDER DETAILED AND COSTED MEASURES FOCUSED ON SUCH KEY AREAS AS CONFLICT PREVENTION AND RESOLUTION, PEACEMAKING AND ARMS PROLIFERATION. SIMILARLY, THE "ECONOMIC AND CORPORATE GOVERNANCE INITIATIVE" REQUIRES PARTICIPATING STATES TO PUSH FOR A SET OF TIMEBOUND AND SPECIFIC PROGRAMS ENHANCING THE QUALITY OF ECONOMIC AND PUBLIC FINANCIAL MANAGEMENT. MALCOMSON NOTED THAT CONSIDERATIONS OF NATIONAL SOVEREIGNTY WILL NO LONGER BE ALLOWED TO FRUSTRATE PROGRESS IN ACHIEVING THESE GOALS.

¶4. (C) MEMBERS OF THE MAP/NAI STEERING COMMITTEE WILL TRAVEL TO WASHINGTON, NEW YORK AND PHILADELPHIA IN COMING WEEKS TO PROMOTE AND BUILD SUPPORT FOR THIS INITIATIVE. A FINANCING SUMMIT IS SLATED FOR JANUARY 2002, A DATE WHICH MAY BE PUSHED BACK TO ALLOW THE MAP/NAI SECRETARIAT TO COMPLETE WORK ON DEFINING GOVERNANCE PRACTICES AND NEEDS. END SUMMARY.

THE "NEW AFRICAN INITIATIVE" IS BORN

¶5. (C) THE JULY AFRICAN UNION SUMMIT IN LUSAKA ADOPTED A "NEW AFRICAN INITIATIVE" MERGING THE RIVAL MAP AND OMEGA DEVELOPMENT STRATEGIES. SOUTH AFRICAN DEPARTMENT OF FOREIGN AFFAIRS COORDINATOR FOR MAP/NAI ISSUES DAVID MALCOMSON BRIEFED ECONOFF FREUND AND POLOFF McNAMARA AUGUST 22 ON NEXT STEPS ON THIS CENTRAL LEGACY INITIATIVE OF THE MBEKI PRESIDENCY. IN THE NAI (WHICH SOUTH AFRICA HOPES TO RENAME MAP, IF ONLY BECAUSE "NAI" IS AN AFRIKAANS OBSCENITY) AN INITIAL 15 NATION HEADS OF STATE GROUP WILL DEFINE THE TERMS OF ADMISSION OF OTHER AFRICAN STATES, THEIR CODE OF

POLITICAL AND ECONOMIC BEHAVIOR AND THE PRIORITY SECTORS AND PROJECTS FOR FUNDING FROM BOTH INTERNAL AND INTERNATIONAL SOURCES.

¶ 16. (C) THE FIFTEEN ORIGINAL STATES WILL BE DRAWN THREE EACH FROM THE FIVE AFRICAN SUB-REGIONS, AND WILL INCLUDE THE ORIGINAL MAP/OMEGA DRAFTERS SOUTH AFRICA, NIGERIA, ALGERIA, SENEGAL, AND EGYPT. SADC HAS ALREADY AGREED THAT THE OTHER TWO SOUTHERN AFRICAN STATES WILL BE MOZAMBIQUE AND BOTSWANA. THE OTHER REGIONS WILL PROBABLY SELECT THEIR REPRESENTATIVES THROUGH CONSULTATIONS IN ADDIS ABABA, MALCOMSON EXPLAINED.

¶ 17. (C) A KEY EARLY TEST FOR THE PROCESS WILL BE NORTH AFRICA'S CHOICE. WITH EGYPT AND ALGERIA ALREADY IN, AND MOROCCO NOT AN AU MEMBER, THE CHOICE COMES DOWN TO TUNISIA AND LIBYA. "THE CHOICE MUST BE TUNISIA", MALCOMSON CONFIDED CONFIDENTIALLY. HE ACKNOWLEDGED THAT LIBYA HAS CONSIDERABLE CLOUT WITHIN THE AU, (AND IS GENERALLY CREDITED WITH TRANSFORMING THE OAU INTO THE AU), BUT LIBYAN MEMBERSHIP WOULD SEVERELY DAMAGE THE CREDIBILITY OF THE NASCENT INITIATIVE, MALCOMSON BELIEVED.

PEACE AND GOVERNANCE ARE KEY

¶ 18. (C) MALCOMSON UNDERLINED THE SOUTH AFRICAN VIEW THAT THE "PRECONDITIONS FOR DEVELOPMENT" SECTION OF THE MAP "PROGRAMME OF ACTION" WAS KEY TO THE CREDIBILITY OF THE ENTIRE DOCUMENT. (FULL TEXT AT WWW.MAPSTRATEGY.COM OR WWW.DFA.GOV.ZA) IN SPITE OF OPPOSITION BY SOME AFRICAN COUNTRIES, INCLUDING SENEGAL'S WADE, THE SAG INSISTED ON LANGUAGE MEMORIALIZING THE "PEACE, SECURITY AND POLITICAL GOVERNANCE INITIATIVES" AND THE "ECONOMIC AND CORPORATE GOVERNANCE INITIATIVE." THE FIRST COMMITS THE AFRICAN INITIATIVE LEADERSHIP TO CONSIDER, WITHIN SIX MONTHS OF ITS ESTABLISHMENT, DETAILED AND COSTED MEASURES IN EACH OF FOUR KEY AREAS:

- A) PREVENTION, MANAGEMENT AND RESOLUTION OF CONFLICT;
- B) PEACEMAKING, PEACEKEEPING AND PEACE ENFORCEMENT;
- C) POST-CONFLICT RECONCILIATION, REHABILITATION AND RECONSTRUCTION; AND
- D) COMBATING THE ILLICIT PROLIFERATION OF SMALL ARMS, LIGHT WEAPONS AND LANDMINES.

¶ 19. (C) THE MAP DOCUMENT SPECIFIES THAT THIS EXERCISE WILL INCLUDE THE ACTIONS REQUIRED OF PARTNERS AND THE NATURE AND SOURCES OF FINANCING FOR SUCH ACTIVITIES.

10. (C) SIMILARLY, THE "ECONOMIC AND CORPORATE GOVERNANCE INITIATIVE" CALLS UPON THE AFRICAN INITIATIVE LEADERSHIP TO "PROMOTE THROUGHOUT THE PARTICIPATING COUNTRIES A SET OF CONCRETE AND TIMEBOUND PROGRAMMES AIMED AT ENHANCING THE QUALITY OF ECONOMIC AND PUBLIC FINANCIAL MANAGEMENT AS WELL AS CORPORATE GOVERNANCE." BY WAY OF IMPLEMENTATION, A TASK TEAM FROM MINISTRIES OF FINANCE AND CENTRAL BANKS "WILL BE COMMISSIONED TO REVIEW ECONOMIC AND CORPORATE GOVERNANCE PRACTICES IN THE VARIOUS COUNTRIES AND REGIONS, AND MAKE RECOMMENDATIONS ON APPROPRIATE STANDARDS AND CODES OF GOOD PRACTICE FOR CONSIDERATION BY THE HEADS OF STATE IMPLEMENTATION COMMITTEE WITHIN SIX MONTHS."

¶ 11. (C) MALCOMSON NOTED THAT THESE COMMITMENTS PLACE SECURELY UPON AFRICAN COUNTRIES THE RESPONSIBILITY FOR ESTABLISHING AND PRESERVING AN ENVIRONMENT CONDUCIVE TO DEVELOPMENT. POLITICAL, ECONOMIC AND CORPORATE GOVERNANCE IN PARTICIPATING COUNTRIES WILL BE SUBJECT TO SCRUTINY BY OTHER MAP STATES AND ALL WILL HAVE A JOINT RESPONSIBILITY TO HELP BRING NONCONFORMING GOVERNMENTS INTO COMPLIANCE WITH MUTUALLY AGREED MINIMUM STANDARDS AND CODES OF GOOD PRACTICE. MALCOMSON EMPHASIZED THAT, UNLIKE IN THE PAST, CONSIDERATIONS OF NATIONAL SOVEREIGNTY WILL NOT BE ALLOWED TO FRUSTRATE THE PROCESS. THERE WILL BE STRONG PRESSURE TO CONFORM TO AGREED UPON STANDARDS AND THE AFRICAN INITIATIVE LEADERSHIP WILL NOT HESITATE TO ENGAGE MEMBER STATES IN WAYS THAT MAY HAVE BEEN

CONSIDERED TOO INTRUSIVE IN THE PAST.

¶12. (C) THE ENFORCEMENT MECHANISM WILL WORK THROUGH A "YELLOW CARD/RED CARD" MECHANISM DRAWN FROM THE WORLD OF SOCCER. THIS MECHANISM WAS FIRST ADOPTED BY THE OAU IN 1999, AT SOUTH AFRICA'S URGING, WITH REGARDS TO NON-CONSTITUTIONAL CHANGES OF GOVERNMENT. A NON-CONFORMING COUNTRY IS FIRST WARNED (YELLOW CARD) AND GIVEN ONE YEAR TO RECTIFY ITS BEHAVIOR. FAILING THAT, IT IS TEMPORARILY EXPELLED FROM THE ORGANIZATION (RED CARD).

IMPLEMENTATION AND SECTORAL PRIORITIES

¶13. (C) MALCOMSON RECALLED THAT DURING THE G8 MEETING IN GENOA THE FOLLOWING SECTORAL PRIORITIES HAD BEEN IDENTIFIED:

- A) INFORMATION AND COMMUNICATIONS TECHNOLOGY (ICT);
- B) MARKET ACCESS;
- C) DEBT RELIEF; AND
- D) COMMUNICABLE DISEASES - (HIV/AIDS, MALARIA AND TUBERCULOSIS).

¶14. (C) IT IS NOT CLEAR NOW WHETHER INITIATIVE LEADERS WILL OPT TO FOCUS ON THESE PRIORITIES ON A SPECIFIC PROJECT BASIS OR TO APPROACH THEM IN TERMS OF A BROADER, "MACRO" STRATEGY. HE INDICATED THAT A DECISION ON THIS WOULD LIKELY EMERGE FROM THE UPCOMING MEETING IN ADDIS ABABA SEPTEMBER 13- 14, 2001. ESTABLISHMENT OF TASK TEAMS TO BEGIN SECTORAL NEEDS ASSESSMENTS AT NATIONAL, REGIONAL AND CONTINENTAL LEVELS ARE SLATED TO TAKE PLACE SIX MONTHS AFTER THE ADDIS ABABA MEETING. HE ALSO SAID THAT SPECIAL TASK TEAMS TO FOCUS ON THE HIGH PRIORITY PROGRAMS (INFECTIOUS DISEASES, INFRASTRUCTURE AND ICT) WOULD BEGIN WORK AFTER THE UN GENERAL ASSEMBLY MEETING IN NEW YORK SEPTEMBER 20-24.

MAP GOES TO WASHINGTON (AND PHILLY AND NEW YORK)

¶15. (C) MALCOMSON SAID "MEMBERS" OF THE MAP STEERING COMMITTEE WILL TRAVEL TO WASHINGTON FOLLOWING THE ADDIS ABABA MEETINGS TO MEET WITH THE IMF, WORLD BANK, AND "STATE DEPARTMENT OFFICIALS" (NFI) FROM SEPTEMBER 16 -18. ON SEPTEMBER 19 THE PRESIDENTS OF NIGERIA, ALGERIA AND SOUTH AFRICA WILL PARTICIPATE IN A MEETING OF THE CORPORATE COUNCIL FOR AFRICA IN PHILADELPHIA, POSSIBLY JOINED BY PRESIDENT WADE OF SENEGAL. THE TRAVELLING ROAD SHOW WOULD THEN MOVE ON TO NEW YORK SEPTEMBER 20 -24 TO PRESENT ITS WORK ON THE MARGINS OF EITHER THE UNGA OR THE UN CHILDREN'S SUMMIT.

DONORS ON THE LINE IN EARLY 2002

¶16. (C) THE SHOW AND TELL EXERCISE WOULD CULMINATE IN A PLANNED FINANCING SUMMIT OF WORLD LEADERS IN SENEGAL EARLY IN 2002. THIS SUMMIT WAS ORIGINALLY PLANNED FOR NOVEMBER 2001, WHICH WOULD HAVE CONFLICTED WITH SENEGALESE ELECTIONS, MALCOMSON EXPLAINED. A NEW TENTATIVE DATE OF JANUARY 2002 WAS SET. POLOFF NOTED THAT THE MAP SECRETARIAT'S OWN WORK ON DEFINING GOVERNANCE PRACTICES AND NEEDS WAS NOT SCHEDULED TO CONCLUDE UNTIL MARCH, SO A JANUARY SUMMIT TO APPEAL TO WORLD LEADERS FOR FINANCING SOUNDED PREMATURE. MALCOMSON TOOK THE POINT AND SAID HE WOULD RAISE IT WITH MAP SECRETARIAT HEAD (AND PRESIDENTIAL ECONOMIC ADVISER) WISEMAN NKUHLU TO SEE IF THE SUMMIT COULD BE PUSHED BACK.

COMMENT

¶17. (C) THE SAG IS WELL AWARE THAT MAP/NAI WILL FACE AN EARLY AND CRITICAL TEST IN CHOOSING THE MEMBERSHIP OF THE 15 NATION HEADS OF STATE GROUP. MALCOMSON WAS QUITE BLUNT IN TELLING US THAT THE CHOICE MUST BE TUNISIA, NOT LIBYA. OTHERWISE THE INITIATIVE'S CREDIBILITY (AND PRESIDENT MBEKI'S PRESTIGE)

COULD SUFFER A BLOW. SOUTH AFRICA DOES NOT WANT MAP/NAI TO END UP ON THE PILE OF FAILED AFRICAN DEVELOPMENT INITIATIVES AND WE EXPECT THAT THEY WILL DO ALL THEY CAN TO ENSURE THAT LIBYA DOES NOT MAKE IT INTO THE INNER CIRCLE. THE SOUTH AFRICANS ALSO HOPE THAT THE USG WILL NAME A MAP/NAI COORDINATOR BEFORE THE MAP STEERING COMMITTEE TRAVELS TO WASHINGTON IN MID-SEPTEMBER.

BLANEY